The Use of Volunteers to Better Contend with Pandemic & Other Large-Scale Emergencies

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1. ACKNOWLEGEMENTS

2. SYNONPSIS

1. Between 2018 and 2020, the International Institute for Counter-Terrorism (ICT) at the Interdisciplinary Center (IDC) Herzliya has been reviewing the challenges faced by the Israeli home-front emergency preparedness for disaster scenario in general and security conflicts in particular.

2. Within the framework of this activity, and in light of the cooperation between ICT and the municipality of Herzliya, we examine an innovative concept of home-front preparedness in emergency situations that relies, inter alia, on the recruitment, activation and operation of volunteers among the residents of the affected area. This document proposes a holistic doctrine for the deployment of the home-front at the neighbourhood level during a national level multiple victims' disaster situation or other emergency situation that significantly disrupts day to day life.

3. The proposed doctrine is of a generic nature and relevant to all types of mass disasters (human-made or natural). It was developed by ICT with the Israeli case study in mind and in reference to the city of Herzliya; however it may very well serve as a model for other cities.

4. The proposed doctrine was constructed bottoms-up and defines the basic building-blocks for emergency preparedness at the neighbourhood level in a manner guided and coordinated by the municipality in concert with, and as a complementing level to, the national emergency apparatuses. In this sense, the doctrine is not intended to replace the current top-down emergency doctrines but rather be implemented alongside and in addition to national emergency apparatus' deployment as a streamlining and completing component in the national emergency apparatus.

5. The proposed doctrine is aimed at streamlining the provision of emergency services to neighbourhoods and cities in disasters, reduce anxiety and panic and free the national

emergency apparatus and decision-makers to manage the crisis without having to address needs on the ground on an immediate level.

6. The proposed doctrine relies on providing an initial response (for the short and medium term) to various reference scenarios based on *early preparedness at the neighbourhood level,* through emergency teams comprised of volunteers from within the neighbourhood itself, which will assist the national emergency services (if and when they arrive at the scene) or alternatively provide, per the municipality's guidance and coordination, emergency and critical services to the residents of their native neighbourhood such as first aid, first response (fire, rescue), as well as help reduce the neighbourhood residents' anxiety.

7. Per the proposed doctrine, the early preparedness will launch with a media campaign to raise residents' awareness to potential dangers in times of crises. Within this framework an extensive mapping of the population needs' and the currently available resources will be conducted, volunteer emergency teams will be recruited from within the neighbourhood's residents and will be trained as per their intended roles in time of crisis.

8. It should be noted, this document does not propose to relieve any of the national emergency services authorities from any of their roles and responsibilities but rather it proposes an additional layer which in our opinion will streamline the efficacy of the services that will be provided to civilians in times of emergency.

3. BACKGROUND

Volunteers in the events of crisis are a cornerstone to societies, working alongside professional rescue teams as front-line assistance. Sauer et al. (2014) suggest that post disasters evoke widespread altruism among communities leading to volunteerism and urgency to "provide labour as a means of assisting" (Sauer et al., 2014, p. 65). What sets volunteers apart from professional rescue teams is that they provide a diverse range of support that is not only immediate physical relief but also includes preventative and post-crisis aid - such as through financial, social and even environmental means (Volunteer Australia, 2020, 4). Volunteering has been defined by Volunteering Australia "as time willingly given for the common good and without financial gain" (Volunteer Australia, 2020, 13).

Volunteers bring immense value to a community, creating "a sense of purpose and belonging, builds skills and connections, improves health outcomes, creates pathways to employment, and forges stronger, resilient, sustainable, inclusive communities" (Volunteer Australia, 2020, 4). Brennan (2005) theorises a community as an interactional and fluid group that have a shared identity and values, which "provides a particularly useful vantage point when considering local level disaster response" (Brennan, 2005, p. 73)

The Covid-19 pandemic highlighted the need for civilian emergency preparedness on all state levels (national-municipal-community-neighbourhood-family-personal) to contend with natural

disasters (floods, severe drought, fires, Tsunami, earthquakes, extreme weather), pandemics, wars and mega terror attacks. [1]

In a national poll conducted by ICT in October 2020 for the proposed research, the majority of the respondents *(58%) thought that in light of how Covid-19 response was handled, Israel was less prepared for war as they had previously thought. Approx. 59% of the respondents thought that in light of the manner the government handled Covid-19 their sense of security as well as their family has been diminished.* In a local – municipal public poll that was conducted by ICT in November 2020 in Herzliya - 42% of the respondents *thought that in light of how Covid-19 response was handled, the Israeli government capability to handle a national crisis (e.g. an all-out war) is weak.*

The global accumulated experience in the field of emergency preparedness points to a critical need to handle the disaster and its ramifications simultaneously within a close and synergic cooperation among all national, municipal and civilian arrays in order to contain the crisis, mitigate its damage, enable the provision of the required emergency services to public throughout the crisis and a rapid recovery[2].

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[1] In an Israeli national poll conducted by ICT at the end of October 2020 for the propose of this research the following question was asked: *In your opinion what are the chances that in the near future the following threats will materialize and cause a prolonged state of emergency? In reference to four categories: an all-out war, natural disaster, earthquake and pandemic (other than Covid-19)* earthquake was perceived by the respondents as the one most likely to cause a prolonged state of emergency and an all-out war with the lowest likelihood. In a local – municipal public poll that was conducted by ICT in November 2020 in Herzliya also earthquake was perceived by the respondents as the most likely to cause a prolonged state of emergency and pandemic (other than Covid-19) with the lowest likelihood.

[2] The following were observed as public polls conducted by ICT for the project:

- In the Israeli national poll, *12% of the responders gave a positive grade (good and very good) to the government's performance during Covid-19 and 56% a negative one (poor or very poor).*
- In the Israeli national poll, *29% of the responders gave a positive grade to the respective local municipalities' performance during Covid-19 and 30% a negative one.*
- In the local – municipal public poll that was conducted in Herzliya 66% of the responders *gave a positive grade to the municipality* while 6% gave a negative one.

Figure 1. Potential Disaster Scenarios
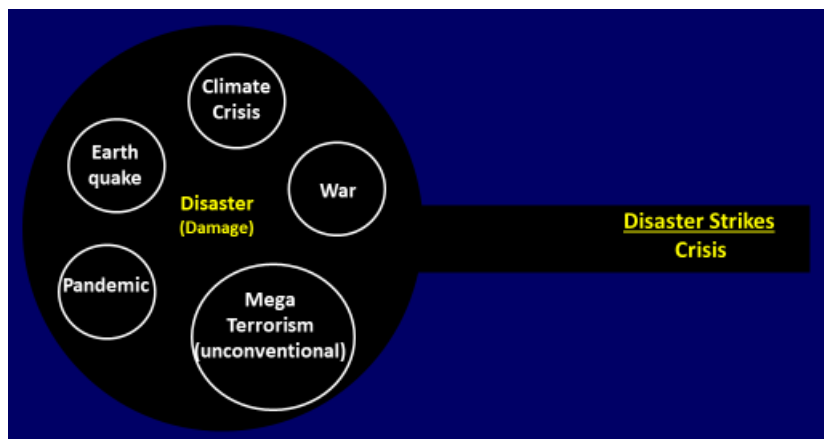
In Israel, the municipalities has been assigned as the foundation to national emergency preparedness as it serves as the intermediary between national emergency apparatuses, government offices, security and enforcement agencies and the public. In addition, local municipalities have a more intimate knowledge of the public's needs in emergency situations compared to any other national apparatuses. Moreover, the municipality has an ongoing interaction with the public residing in the jurisdiction[3].

However, regarding large scale disasters (e.g. Covid-19) it seems that the many tasks the municipality is burdened with during an emergency situation are heavy and complex and even if some day-to-day routine tasks are being postponed to the day after the emergency has passed it would still be a very difficult to do its job and provide emergency services to the public with just its personnel qualified and trained as they may be. In order to complete all its tasks, the municipality therefore has to be assisted by volunteers residing in its jurisdiction.

Recruiting volunteers, training them and managing them in action are complex tasks that require professionalism, development of an appropriate methodology and application of which even prior to the occurrence of a crisis.

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[3] In the above poll it was found that in case of a war emergency 11% of the respondents residing in urban areas thought that emergency assistance would arrive from "their" municipality whereas in rural areas 21% thought so. However, when specifically asked regarding an emergency supply of food, medicine and water, 34% of the urban residents thought that the above would be provided by the municipality vs. 30% in rural areas. *The vast majority of the respondents were of the opinion that the municipality needed to allocate resources and prepare for an emergency situation during wartime.*

Figure 2. Stages of Municipal Dealing with a Global Crisis
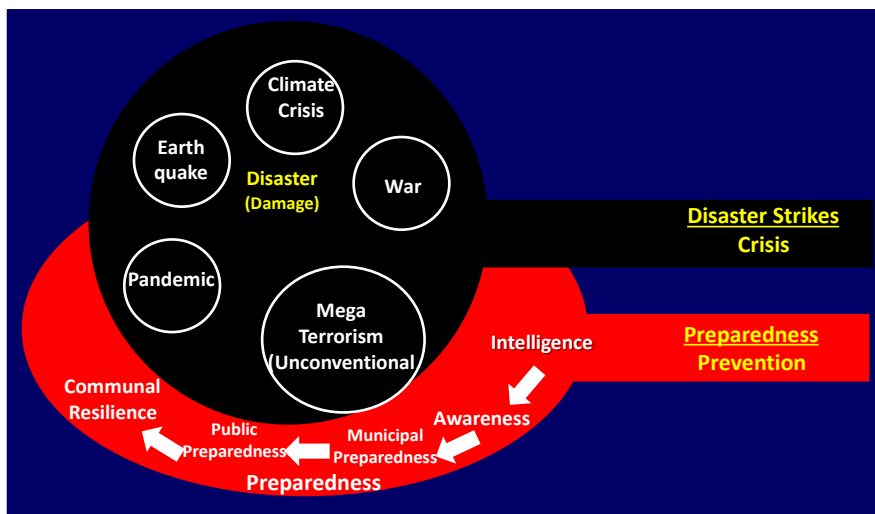
4. ACTIVOL – A MODEL FOR AN EFFICIENT ACTIVATION AND MANAGEMENT OF VOLUNTEERS

4.1 FORMULATING THE THREAT LANDSCAPE – SCENARIOS, PROBABILITIES AND RAMIFICATIONS

A pre-condition to recruit volunteers is the public's awareness and acknowledgement of the need to volunteer. To that end, at the preparation for a disaster stage (before such disaster strikes), a special attention and effort have to be paid to:

- Educating the public regarding the likelihood the disaster will strike, potential dangers, their ramifications and their impact on the public's life,
- How the disaster may be prevented (if ever),
- How one must prepare for it and how to mitigate its damage if and when it strikes. In this sense it should be noted that emergency preparedness for one type of a disaster may very well be similar to preparedness for another type within certain adjustments due to the nature of the other type of disaster.

Therefore, *the first stage* of the municipality's preparedness for a disaster would be information gathering and analysis to examine the possible threat scenarios and their likelihood. Within this framework, one must analyse the ramifications of the challenges and the possible damage resulting out of disaster/disasters and their impact on the public's life. Therefore, it would be advisable to formulate at least two threat scenarios – base case scenario and worst-case scenario.

4.2 PUBLIC AWARENESS CAMPAIGN

Once the threat landscape has been formulated, the information gathered and analysed above must be translated *in the second stage* into a public awareness campaign aimed at educating

the public to the threat scenarios and encourage commitment for an early preparedness on the personal, familial, and community-municipal levels. These public awareness campaigns need to be formulating with a strong input from media professionals and psychologists to mobilize the public, without causing unnecessary anxiety and panic, to carry out the required emergency preparedness and join volunteer networks that will be activated in emergency situations. The content of the campaign needs to be adjusted to various ages as well as languages (if needed) and may be communicated in a variety of frameworks: schools, youth movements, retirees etc.

Upon the formulation of the campaign, one must also determine the communication channels the campaign will be disseminated on (mainstream media, social media, lectures, town hall meetings etc.) and the identity of the spokespersons (e.g. national leaders, municipal leaders, professionals) or a combination of the above[4].

On *the third stage*, the campaign is to mobilize three parallel processes:

1. Personal and familial preparedness at the household level. Within this framework the municipality and the national emergency apparatus will provide the public with a list of recommended emergency equipment to procure, as well as instructions for required preparedness for an emergency in their households.
2. The campaign will encourage the public to sign up for the volunteer networks that will operate during routine and/or emergency at the municipal and neighbourhood levels, and assist with orderly and ongoing supply of critical services for the public during emergency situations.
3. Assist with setting the conceptual infrastructure and mental preparation required to build a personal and communal resilience upon the occurrence of and during the period of the emergency. In this sense it should be noted that the physical preparedness, procurement of equipment and volunteering in and of themselves provide building blocks for such resiliency and will assist with achieving it.

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[4] In the national poll conducted by ICT the following question was asked: "in a prolonged emergency situation which source you will mostly turn to for reliable information?" per the respondents, the main sources they would turn to were TV (44%), formal government and municipality web sites (25%), social media (14%), radio (8%), newspapers (5%), friends and family (4%). Whereas In the local – municipal public poll that was conducted in Herzliya the results were TV (44%), formal government and municipality web sites (30%), social media (8%), radio (9%), newspapers (4%), friends and family (5%).

Figure 3. Public Awareness Campaign
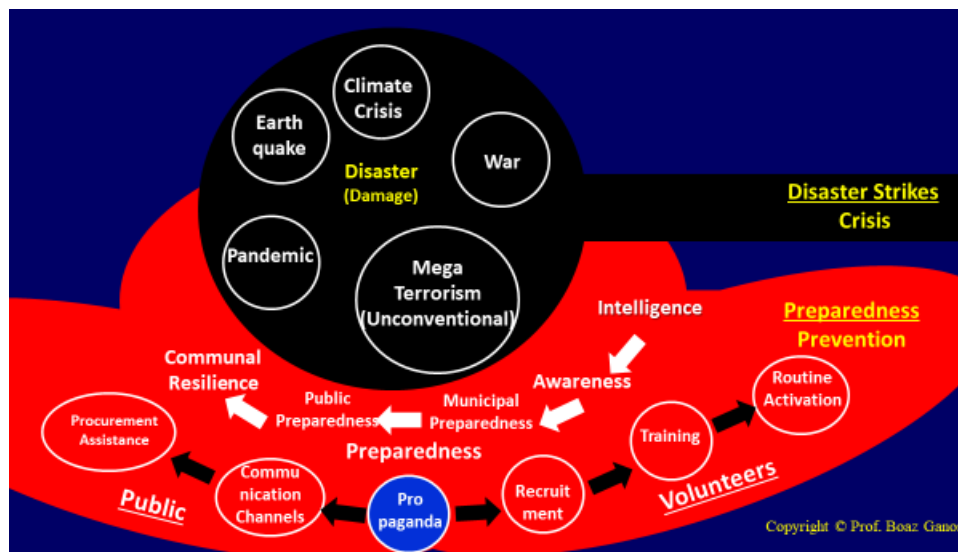
4.3 EMERGENCY PROCUREMENT

Parallel to and as a part of the public awareness campaign, the public needs to be instructed to procure emergency equipment[5]. In this context it should be noted that in the national poll conducted by ICT for this research the following question was asked: *"In light of Covid-19 crisis, should you or your family need to or needn't to prepare differently for a prolonged national crisis that may follow a natural disaster, war, pandemic etc. in the future?" Most of the respondents (76%) said that in light of the management of the Covid-19 crisis they and their families should be better prepared for a prolonged national crisis[6].* In the local – municipal public poll that was conducted in Herzliya *64%* of the respondents *said that they should be better prepared to such a crisis.*

In response to the national poll's question the respondents said they *did possess* the following emergency equipment:

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[5] As part of the preparedness each household will be asked to procure an emergency kit that will include food and water for 3-4 days as well as essential equipment such as battery activated radio, flashlight, spare batteries, first aid kit, hygiene and sanitation equipment including waste disposal chemicals, fire distinguisher, cooking kit, tool including a foldable shovel etc.

[6] *On a follow up question in the Israeli national poll that dealt with the threat of an all-out war,* 55% of the respondents assessed that their family's level of preparedness is low or non-existent and 11% assessed that their family's preparedness is high or very high, In Herzliya 48% of the respondents assessed that their family's level of preparedness is low or non-existent and 13% assessed that their family's preparedness is high or very high.

- Battery operated radio: 24% (38% of respondents in Herzliya)
- Spare batteries: 62% (82% of respondents in Herzliya)
- Emergency lights/flashlights: 70% (88% of respondents in Herzliya)
- Supply of drinking water (3 litre/person): 47% (55% of respondents in Herzliya)
- Supply of preserved food (conserves): 55% (66% of respondents in Herzliya)
- A month's supply of medicine: 51% (75% of respondents in Herzliya)
- First aid kit: 64% (71% of respondents in Herzliya)[7]

To enable the public to procure basic emergency equipment, it must be subsidized (on the national level) and fairs and special sales should be organized at the municipal level (in cooperation with the private sector) and by allocating municipal funds and donations for procuring and delivering the equipment to needy populations. The public must be made aware of the above opportunities through the municipality's direct and indirect channels of communication. Further, per Avi Bitzur, an expert on the home front protection that was interviewed for this research, the public must be required by law to possess such basic emergency equipment.

Beyond the familial level procurement of emergency equipment, each neighbourhood will be installed with an "emergency container" containing equipment for the use of the above emergency volunteers, including:

- Personal identification, light reflecting vests and helmets
- Basic rescue equipment (e.g. shovels, hammers, flashlights)
- Communication equipment
- Chargers and spare batteries for the tools used by the volunteers
- First aid and medical assistance kits
- Body bags
- Canned food and water for the volunteers' use
- Detailed neighborhood maps & information on population in need

Monitoring and maintaining the above emergency container during day-to-day routine will be under the municipality's responsibility and the keys/code to open it in emergency will be held by the neighbourhood's volunteers' team leaders and their deputies.

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[7] The differences between the answers to the questions in the national poll compared to the Herzliya poll seems to reflect the fact that the Herzliya population socio-economic status is higher compared to the average of the Israeli society.

4.4 VOLUNTEER RECRUITMENT

In the national poll conducted by ICT, the following question was asked: *"assuming you will not be called for active duty during an emergency will you be willing to volunteer for an emergency activity in your neighbourhood?" 68% of the respondent said they would volunteer (75% of the males and 60% of the females).* In the local – municipal public poll that was conducted in Herzliya *74% of the respondent said they would volunteer (82% of the males and 67% of the females)*

It should be noted that most of the respondents said that their wishes to be with their families in times of emergency and health/physical concerns associated with emergency time volunteering would have deterred them from volunteering. The campaign, therefore is supposed to assist with recruiting volunteers to the municipal and neighbourhood arrays.

The municipality will define the required number of volunteers in each neighbourhood, their roles and hierarchy, the required profile for each role and the level of commitment for this particular role and the volunteers in general.

4.5 METHOD OF RECRUITMENT

After having clarified, through the campaign, the need to volunteer, the public will be called upon to volunteer to the neighbourhood and municipal arrays via the media, social media, lectures, rallies, town hall meetings, youth movements, schools, banner and pamphlets.

The volunteers will be screened[8] for physical and mental capacity to serve during an emergency through designated questionnaires and personal interviews if necessary. The screening process will also determine the respective characteristics needed for different role.

In this context it is advisable to focus on "young retirees" in their sixties and seventies, who have an extensive life experience, responsible, reliable and have more availability for emergency volunteer work than younger volunteers[9]. They may also be assisted by older youths (junior and senior high school students) however emergency volunteering may involve life threatening situations which will require the latter's parents' consent and may also raise question of the youth not reporting to their duties in an emergency due to parents' concerns[10].

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[8] Please see Appendix D: Applications Form to be Filled by Volunteers & Interview Highlights for more details

[9] In an interview conducted with Shiri Rappaport, Head of Culture, Youth and Sports Division in the Herzliya Municipality in charge of volunteers in the community, City of Herzliya, Ms. Rappaport presented the following volunteer profile: aged 40-50 discharged from military reserve duty. Has to be able to mobilize and manage people and good social skills.

[10] The same insight was also gleaned from the interview with Ms. Rappaport. Per her, in an emergency situation one cannot rely on the youth to report for duty. The above was manifested during Covid-19 crisis where the youth that volunteered to distribute food were accompanied by their parents. Yotam Dagan, a clinical psychologist also

Moreover, after they graduate high school it is likely that these young volunteers will leave the neighbourhood and therefore their tenure as neighbourhood volunteers is expected to be short. That said, these are high quality volunteers which may serve as volunteer reinforcements when needed.

The volunteers will be commissioned and have certificates that attests to their training and roles in an emergency. They will be insured by the National Insurance Institute under a special policy that will cover them if hurt during active duty (either during day-to-day routine or an emergency activation).

4.6. NEIGHBOURHOOD VOLUNTEER TEAMS STRUCTURE

Mapping and understanding the needs of the municipality, its character, geographic layout and location, number of residents and demographics, will determine the number and composition of the teams as they are the ones that need to provide a response that will enable continued functionality for the duration of the emergency period.

The recommended number of volunteers in a team is eight: leader, deputy, and six volunteers. This team may be divided if need be into two squads. In a municipality that is home to approx. 100,000 residents some 85 teams are needed, 1,500 volunteers in total[11].

The neighbourhoods will be divided into compounds of 1,200 residents each and the compounds will be able to reinforce one another based on the facts and needs on the ground.

Command and Control – the neighbourhood HQ will deploy the volunteer teams out of a post within the municipality emergency HQ and control the events within the neighbourhood, provide instructions to the volunteers, share information and report to the municipality and coordinate with neighbouring neighbourhoods. If need to be, the neighbourhood HQ may operate from within the neighbourhood itself. Like the volunteer teams the neighbourhood HQ will operate in two shifts, a total of three neighbourhood leaders, per neighbourhood.

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cautions from over reliance on youth in an emergency situation and even presented examples where the parents didn't allow their children to partake in their volunteer assignments in times of emergency.

[11] The composition of the volunteer is based on the following averages: (i) the team is supposed to handle a compounds wherein the longest distance between its farthest buildings does not exceed 200 meters and house 1,200 residents, i.e. an average compounds will have 15 buildings, each of which with an average of 20 apartments, four apartments per floor over five stories; (ii) an average of four people per apartment; (iii) the teams will operate in shifts of twelve hours therefore 16 volunteers will be needed per compounds. That said the above is subject to adjustments based on adjacent compounds' particular needs; (iv) in special situations the municipality may assign an augmented team to handle a larger compounds wherein the longest distance between its farthest buildings will not exceed one km and the number of residents not exceed 2,000.

4.7 VOLUNTEER TRAINING

The above volunteers will have to fulfil many roles and functions and therefore need to be trained during day-to-day routine periods for their roles during emergency periods. Within this training process the volunteers need to be acquainted with:

Neighbourhood infrastructure including critical infrastructure (e.g. water, electricity, gas etc.), general essential services (e.g. supermarkets, food and water storages, restaurants etc.), medical services (urgent care facilities, clinics, pharmacies, para medical clinics etc.), emergency infrastructure (e.g. search and rescue equipment, fire hydrants, defibrillators etc.), traffic routes (pedestrian and vehicular) and more. This training will take place via guided excursions by the professional authority in the municipality and national level.

The neighbourhood's strengths and weaknesses:

(i)   Strengths – professionals with critical skill set that either live in the neighbourhood or have a business in the neighbourhood (e.g. doctors, nurses, psychologists, pharmacists, social workers, electricians, plumbers, engineers, optometrists, phone/comm/TV technicians, computers and internet, school and kindergarten teachers, veterinary surgeons, heavy machinery operators);

(ii)   Weaknesses – disabled persons, solitary elderly people, bedridden patients, or those who require constant medical assistance, new immigrants who don't speak the language, people with mental health issues and people who are in need of social services assistance.

The above knowledge will be gained through an extensive mapping of the neighbourhood by the volunteers going household to household while verifying the needs of each segment of the population in times of emergency. The above initial mapping will be done during day-today routine, will be updated periodically and be used by the municipality and emergency teams to formulate neighbourhood specific protocols.

During the training process the volunteers will be trained in administering medical first aid, mental first aid, search and rescue operations, firefighting and dealing with various hazards, communicating with the public, manging ad-hoc volunteers, using wireless communication equipment.

## 4.8 VOLUNTEER OPEATIONS DURING DAY-TO-DAY ROUTINE PERIOD

After having recruited and trained the volunteers, one of the most significant challenges in activating and managing volunteers in times of emergency, is what to do with them during day-to-day routine.[12] Routine can wear out people and when there are no specific routine tasks many volunteers may lose their passion to volunteer over time[13]. Therefore, alongside their periodical training and refreshers, updating the neighbourhood's strengths and weaknesses and maintaining the emergency container, one must engage them in the periodical intellectual enrichment activity and even volunteering assignments. As a rule, the volunteers' roles during routine include:

- Making the required preparations for emergency, including mapping of the residents in their compounds as well as its strengths and weaknesses (see above) and periodically updating this database.
- Assisting the municipality with maintenance of the emergency equipment assigned to the neighbourhood.
- Periodical training.

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[12] For further details on this challenge please see Appendix C.

[13] This insight is gleaned from several observations and interviews conducted with senior officials within the Herzliya municipality. For example, Shiri Rappaport has reported that she was trying to overcome the difficulty in keeping the volunteers engaged during routine periods through initiating team building sessions, holiday gatherings, certain benefits and lectures. Sivan Yehieli formerly the municipal leader of Kfar Vradim defined it as a difficulty "to preserve operational alertness in times of inactivity". Yotam Dagan proposes that in order to keep the volunteers engaged one should assign them specific "routine" roles such as volunteering on behalf of their neighbourhood in various not-for-profits to take care of "small emergencies".

Figure 4. Volunteer Activation during the crisis
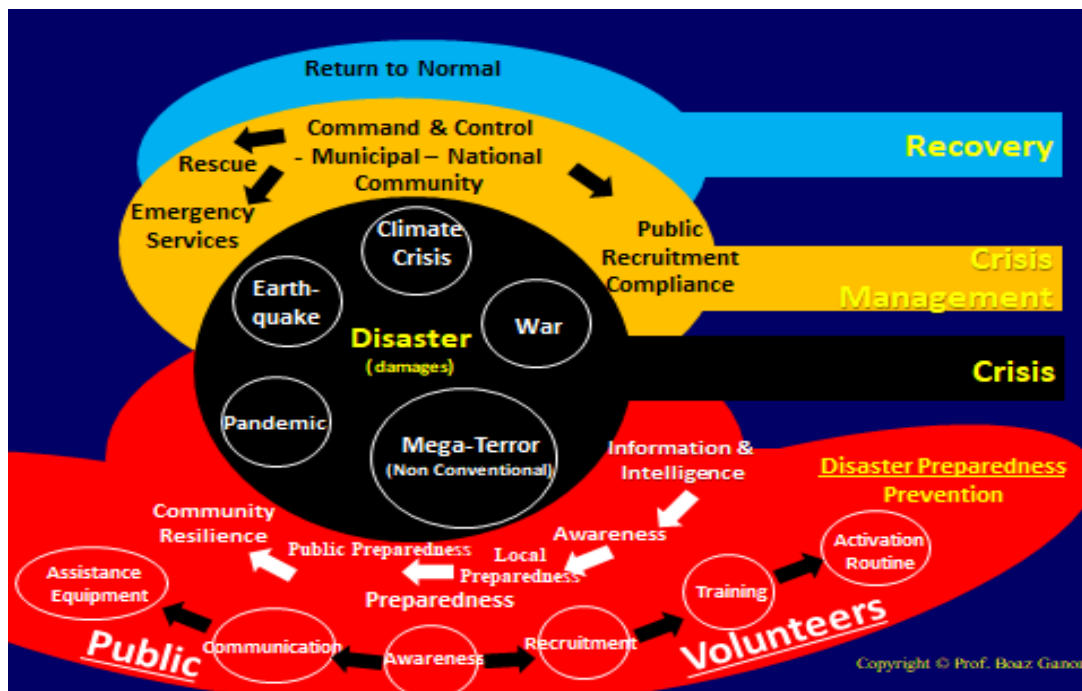
4.9. VOLUNTEER OPERATIONS DURING AN EMERGENCY

The volunteers will operate during emergency as per the described model and may be reinforced by additional ad-hoc volunteers that will join as the emergency unfolds as well as by professionals from the municipality professional emergency pool.

The team will deal with the list of issues detailed in Appendix B; including:

- Provide response and support for a continued functionality of the population under the emergency, including assistance with water supply, food, medicine, critical services and assist needy population.
- Provide assistance to municipal and healthcare elements to fulfil their roles.
- Provide first aid, search and rescue assistance etc.
- Ongoing reporting to the municipality as to the status on the ground and relaying messages from the municipality to the residents in case formal communications means are unavailable.

Yotam Dagan, who was interviewed for the proposed research explained the emotional and psychological processes the volunteers go through in an emergency situation through a six phases process (see diagram below, Zunin & Myers (in DeWolfe, 2000): (i) Pre disaster; (ii) Impact (when disaster strikes); (iii) Heroic (immediately after the disaster strikes and the volunteer has been activated); (iv) Honeymoon (when the volunteers feel elated and feel their "togetherness"); (v) Disillusionment (a sobering up stage when the volunteers understand that the emergency situation is a prolonged one which brings up anger and frustration that in

extreme cases is translated into rage). After their motivation has been dramatically reduced (as described above) a long recover occurs until they reach (vi) Reconstruction.

Figure 5. Evolution of Volunteer Engagement
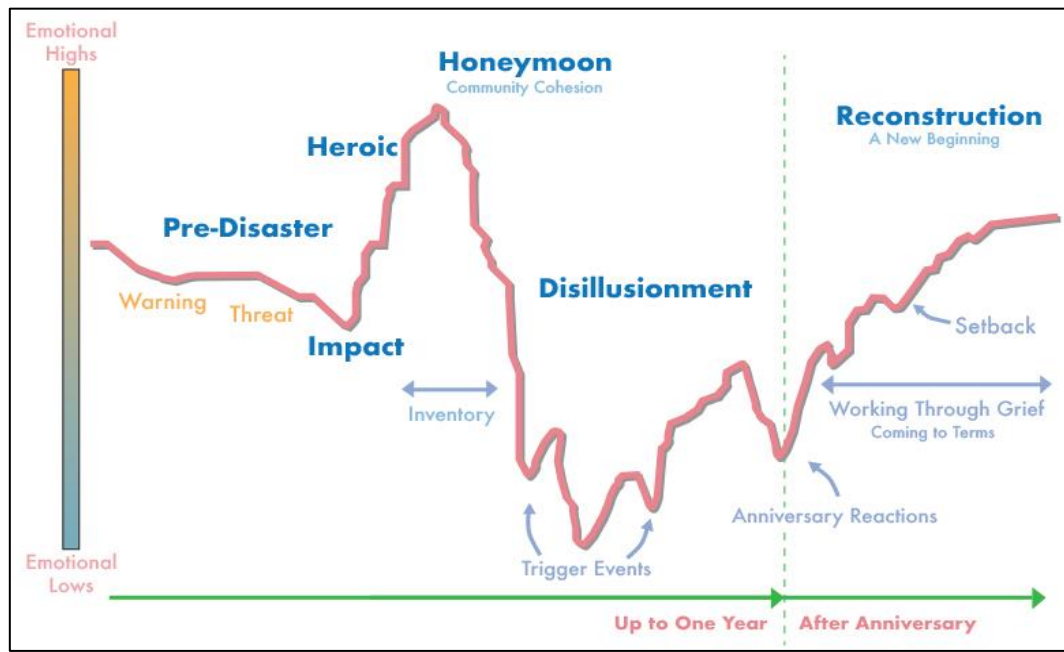
Per Dagan, the volunteer activation in an emergency situation must be in a manner that regulates the number of volunteers that join in the Heroic phase (when everyone want to join) in order to maintain continued functionality of the volunteers in a manner that will prolong the Honeymoon phase. Simultaneously one must prepare for the Disillusionment phase when it will be difficult to mobilize the volunteers and get them to perform.

It should be noted, the volunteers that have been trained as neighbourhood emergency teams may be assisted by ad hoc volunteers. Such ad hoc volunteers may be the youth discussed above or other neighbourhood residents.

5. CONCLUSIONS & SUMMARY

Upon the occurrence of global pandemic or other large-scale emergency situations that pose a threat to a large number of people, the first responders and national emergency apparatuses are fighting a steep uphill battle to accomplish all their tasks without the assistance of volunteers. Indeed, during the Covid-19 pandemic different countries were assisted by volunteers to perform various tasks, from support of hospital operations through logistics, transportation of food and medicine to isolated people in need, through assistance to law enforcement agencies to enforce Covid-19 patients' quarantine requirement. The activation of these volunteer operations was in many cases a favourable outcome of citizens who took the initiative, approached the authorities and offered their assistance and in other cases the authorities were assisted by social organizations to recruit volunteers on a more organized basis.

The proposed model is applicable for the efficient activation and management of volunteers during large scale emergency situations, be it a global pandemic or another form of large scale emergency, to alleviate hardships faced by civilian society in these kinds of situations and further develop and deepen the role of the civil society in global crisis.

We believe that the model will assist with the preparation for such emergency situations and crises, either medical (e.g. pandemic) or other (e.g. non-conventional terrorism), improve crisis management and contending with the after-effects of such crises, through an efficient use of volunteers to provide healthcare and other essential services to the public. Additionally, the application of the model will also assist in bolstering public resilience in such crises, both because of the efficient provision of essential services to the public during such crisis as well as the fact that incorporating volunteers within the emergency services will have a positive psychological effect on these volunteers as well as their social circles. In addition, the use of volunteers in emergency situations will enhance active citizenship and deepen social ties; which will, ultimately, strengthen social resilience and counter social isolation, which too often leads to alienation.

APPENDIX A – VOLUNTEERING IN COMPARATIVE PERSPECTIVES

ISRAEL

Israel is actively promoting volunteering under the understanding that it is an important tool to strengthen social and community resilience. Apart from assisting weaker populations, volunteering builds societal bridges, reinforces communal and national resilience, promotes societal cohesion and advances the individual and its resiliency. The national system therefore promotes volunteering projects as a national priority.

For example, the volunteer department within the Ministry for Labour, Social Affairs and Social Services promotes a project on "rehabilitation through volunteering". The project deploys volunteers coming from difficult background (e.g. physically or mentally disabled, history of substances abuses or addictions, economic hardships etc.), in an attempt to promote the volunteers' personal resilience. The project operates under the assumption that volunteering contributes a lot to the volunteer himself. In addition, the ministry supports another project which provides legal advises to citizens, free of charge through a call center operated by volunteers with legal background.

Another project (Shinshinim (Year of Service), Jewish Agency) entails volunteering for one year of service during which high school graduates may postpone their military service in favour of volunteering in the community. The service is being performed within educational frameworks and in weaker regions. Much like National Service volunteers, the one year of service volunteers are entitled to healthcare insurance. The volunteers are required to contribute 40 weekly hours. The maximal quota for this project in 2015 was approx. 2,600 volunteers. Simultaneously, the IDF allowed volunteering within a "Nahal Core" without a quota limit. Finally, the State of Israel operates another volunteer program – the National-Civil Service. That program is intended for those who are exempt from military services and wish to contribute to the public.

Operating volunteers during emergency obviously includes additional areas to those who are active during day-to-day routine periods. For example, search and rescue at the municipal level is an area that will be addressed by national mechanisms during routine, however it is doubtful if they will be able to provide such services during emergencies and definitely not during a war.

Covid-19 crisis that caused a prolonged emergency period stressed the need for unique volunteer areas in emergency periods and even created new ones. For example, delivering food and medicine for people who are members of risk groups, phone calls to alleviate loneliness and provision of mental support to senior citizens, tech support to senior citizens and guiding them how to video conference with their families, giving online workshops and classes, workshops for the children of the medical teams, babysitting children of essential workers, etc.

In this context it should be noted that 59% of the Herzliya respondents to the above poll who have answered the question "in time of war who will mostly assist you, if need be, with water, food and medicine supply?" said that the assistance and supply would come from the

municipality or volunteers rather than the national emergency mechanisms. 41% said they would get the above assistance from the national emergency mechanisms or IDF's Home Front Command.

GERMANY

The important role of civil society in Germany has deep historical and cultural roots and leads to a high and long-term commitment of many citizens to the management of crises. Indeed, more than 31 million of Germans are, in some way, involved in voluntary work (Tatsachen, 2020).

Furthermore, the number of volunteering organizations has recently increased significantly; there are up to 21,000 of them, making Germany the country in Europe with the highest number of volunteering groups. The Federal Ministry of the Interior, Building and Community of Germany expressively stresses the importance of civilian volunteers for the country: ''Volunteering in civil protection and disaster management forms the backbone of our national system of disaster preparedness'' (Federal Ministry of the Interior, Building and Community, 2020).

In terms of figures, there are more than 1.8 million volunteers who provide the basis of a civil protection system that proves itself every day, from preventing local threats to dealing with natural disasters. The Constitution directly gives the federal states (Landers) the power to legislate on police-led threat prevention, rescue services, fire protection etc.

Furthermore, since 2011, Germany has got rid of mandatory civilian or military service, thus the role of volunteers became even more important. The volunteers work under the "*Bundesfreiwilligensdienst*" (The Federal Volunteers Service), which is overseen under the government, but it split into sub-groups called "Einsatzstellen" which include large NGOs, such as the Red Cross but also smaller communities, like specific sports union or an elderly homes. Usually, volunteers work in first response teams, such as for ambulances and first aid. Their service usually lasts between 8-16 months but sometimes can stretch up to 24 months (Bundesfreiwilligendienst).

Since 2004, Germany has put in place LUEKEX, ''Länder- und Ressortübergreifende Krisenmanagementübung (EXercise)'', an exercise which aims at simulating a situation of crisis management.

So it is possible to claim that the Federal Republic of Germany has an interconnected system of emergency response due to a wide coordination that mostly relies on the role of civilian volunteers while the autonomy of the Landers enables more specialization.

For instance, in 2013, many towns in Germany had to minimize the potential disastrous impact of the floods and again the role of civil volunteers was crucial. In this case the volunteers' offer of help was managed and organised in the first line by the fire service which made sure not to have a shortage or oversupply of volunteers. Many local businesses let their employees take time off to help physically to the fire service to evacuate the risky zone near the river banks, to distribute sandbags and also to organise the collection of food provision for the families in need (Roth & Prior, 2019).

About the 2015 refugee crisis, Speth and Becker (2016) describe as the first phase in refugee aid, basic needs such as emergency medical care, food, clothing, and providing safety are crucial. There was a crossover between established civil society and spontaneous volunteers that the refugee crisis has generated. Beck (2016), for example, sees the migration crisis as a "renaissance of civil society" and the beginning of a new division of responsibilities between the state, federal states, municipalities, established civil society organisations, spontaneous supporters which act in a coordinated and synergic manner.

The increasing civil volunteers in Germany are committed to the core idea of ''thinking globally but acting locally.'

During the coronavirus pandemic, volunteers were able to help through the federal family ministry (HPO, 2020). The ministry published during the pandemic online, places which were open to volunteering, which included hospitals and elderly homes. Most volunteers were either high school or university students and some of them took a "Freiwillige Soziale/Ökologische Jahr" which is basically a year the students dedicated solely to volunteering (Bundesregierung, 2020).

ITALY

Volunteers and voluntary organizations play a significant role in the Italian Civil Protection System. The voluntary organization is one of the operative structures of the Department of Civil Protection (DCP). Over 4.000 organizations are part of the national list of the Department of Civil Protection; most of them (3.868) are local organizations (Protezione Civil, 2020). The OECD Review of the Italian Civil Protection System highlights that up to 50% of the personnel involved in the operational response to a disaster may be constituted by volunteers (OECD, 2010). Less qualified volunteers perform simple tasks such as taking care of the elderly and distributing food. The coronavirus emergency is an effective example of the outstanding role played by volunteers. Thousands of Red Cross volunteers, for instance, daily assist covid-19 patients, setting up pre-triage camps in hospitals, transferring patients, delivering food to people in quarantine.

In the case of national calamities, the Head of the Government assumes direct responsibility and operates through the Civil Protection Department. The principle of subsidiarity is applied. Emergency actions are planned according to the principles of the Augustus method, to guarantee the necessary flexibility and to maximize the coordination among the available resources in response (Di Camillo, Marrone, Silvestri, Tessari & Ungaro, 2014). The Operational Committee is established to coordinate the emergency response. The Committee includes representatives of voluntary organizations and the Red Cross.

During an emergency, the Voluntary Service Support Department is one of the first to be activated. The administrative secretary and the coordinator manage the arrivals of the volunteers, their disposal, record material and equipment, execute the needs of the Operating Room and liaise with other bodies and institutions. Furthermore, the Voluntary Dept. liaises with the other support departments, in particular with the "assistance to the population", the "materials and means" and the "telecommunications" departments.

Tasks of the volunteer organizations include the provision of information about the event, the participation in rescue operations (upon request by the competent authorities) and in activities to restore ordinary living conditions (such as preparation and distribution of meals and shelter). A 2013 ISFOL Research Report highlights that the voluntary associations' heterogeneity, in terms of expertise and skill set, makes this component of the Civil Protection System the most flexible one (Carlini et al., 2013). Spontaneous volunteers are often the real first responders when a disruptive event occurs. A recent study shows that a dual system of emergency volunteerism, both affiliated and emergent, is advisable if it respects some standards (Paciarotti & Cesaroni, 2020). To avoid legal issues and counter-productive actions, related to the lack of experience in emergency management, spontaneous volunteerism should be regulated at the institutional level, for example by appointing potential organizations which may be in charge of managing those spontaneous volunteers.

The emergency response to the 2009 L'Aquila showcased some of the problems related with the Italian Civil Protection System, including corruption, speculation, and a military-like management of the situation. Hayek demonstrates that a grassroots mobilization to face an emergency might be not only possible, but also effective (Hajek, 2013). This bottom-up approach aimed at recreating a sense of community and continuity. The re-establishment of a daily life routine with direct human interactions, rather than merely the distribution of food and the collection of aids and donations, was the main strengths of this project.

The coronavirus emergency is an effective example of the outstanding role played by volunteers. Associated volunteers operate not only in airports and train stations, assisting passengers and monitoring the body temperature, but they are also active in supporting healthcare activities and in assisting the population. The Italian Red Cross has activated the "Temporary Volunteering", allowing people to support its voluntary work after a short online training. Red Cross volunteers are employed in a number of activities, including the setting-up of pre-triage camps in hospitals, the transport of patients, and the delivery of food and medicines to people in quarantine. According to the Civil Protection, in March 6,000 volunteers have been employed daily to face the emergency, whereas in April the number of volunteers active each day has risen to 17,000. In May, between 10,000 and 18,000 volunteers took part of the activities of the Department of Civil Protection (Zuccaro, 2020). Additional activities are being carried out at a municipal level and in association with local units and healthcare districts. These activities include, but are not limited to: packaging and distribution of masks, medicines and food, body temperature measurement outside of public offices, psychological assistance.

NEW ZEALAND

Given the size of New Zealand and its small population, the number of specialized experts is limited and as a consequence, the role of volunteers is absolutely critical in this country, even in areas that are traditionally reserved for professionals only in other countries. For example, civilian volunteers represent more than 80% of the staff within New Zealand Fire service (New Zealand Fire Service Commission, 2014). Hence, many important areas are functional only thanks to the devotion and work of civilian volunteers.

Since New Zealand's disaster response frame rely so much on the use of volunteers, the government has launched big campaigns of recruitment such as "Get Ready" in order to gather a large enough pool of volunteers ready to intervene in times of crises (Get Ready NZ).

In order to make the logistics easier and stress the importance of volunteering for local communities as professional experts cannot be present everywhere, the government of New Zealand has launched a Neighbourhood Volunteering Program where normal citizens decide to commit to look after each other (Neighbourhood Support NZ).

Moreover, the role of the youth was central in the response done after the Earthquake that happened in Christchurch on 2011 (Stuff, 2015). They organized themselves through social media and created the "Student Volunteers Army" in order to help the victims on the ground (SVA.org).

Following the 2019 terror attack in Christchurch, all organizations have acknowledged a spike in volunteering support, especially to help refugees in the area. The attack created a psychological shock and made many "Kiwis" realize that they wanted to do more for the community (TVNZ, 2019).

Regarding the COVID-19 pandemic, the umbrella organization Volunteering New Zealand that gathers most volunteering groups of the country is in charge of monitoring and managing all of the volunteers willing to help during this crisis. Applicants apply on their website, and Volunteering New Zealand subsequently connects them with the nearest volunteer centre needing assistance. The pandemic has greatly disrupted the modus operandi of volunteers' centres that had to adapt to this new situation with meetings led online and the central umbrella organizations delegating more tasks to local centres. However, the very small of active cases of COVID-19 at the moment enabled volunteers to move back to a more normal activity with the addition of the government's health regulations (Volunteering New Zealand Annual Report, 2020).

APPENDIX B: PRINCIPLES FOR PREPAREDNESS & THE ROLE OF VOLUNTEERS

Within the framework of the emergency services, the volunteers will be employed in several major fields such as: food and medicine distribution, first aid, search and rescue, firefighting, water supply, sanitation, electricity and other critical services.

ELECTRICITY

The importance of continuous power supply for critical uses (e.g. water, communication, cell service, radio, TV, medical supplies) in an emergency cannot be understated.

Principles for Preparedness

One must prepare a generator per the following wattage and location:

- The wattage will be determined based on the size of the building and number of residents. In single family homes the required wattage is between 2,000-5,000 KW. In existing multifamily properties, the HOA will verify the proper wattage with a certified electrician. We recommend that the legislator will set a binding "legend" as to the required wattage to be installed in future multi-family properties.
- The power should be supplied through the electrical board to the safe room and the refrigerator only (red outlets). In existing structures, the goal is to provide the power from the generator at as close as possible route to the one mentioned above. We further recommend that the legislator will specify binding rules as to the location of the red outlets in future buildings.
- The desired location for the generator in existing structure should be as close as possible to the electrical board and in a location with an easy access for maintenance (e.g. ground floor). We recommend that the that the legislator will specify binding rules as to the location of the generator in future buildings as per the characteristics above, including, if need be, a designated generator room.
- The fuel reserves for the generator must be commensurate with at least a few days of constant operation[14]. Additional fuel supply may be done though pumping vehicles tanks and therefore one should recommend the residents to possess a befitting pump. Further, that the that the legislator will specify binding "legend" as to the level of fuel inventory each municipality will be required to maintain for the above purpose in a designated gas station. It should be noted the above fuel inventory is in addition to any other fuel inventory required for the municipality emergency needs.

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[14] The generator may be operated intermittently to save fuel.

- We recommend that the purchase of generators by residents will be encouraged via a reduction/removal of all taxes on the purchase of generators as well as subsidizing that purchase for the needy.

Role of Volunteers

- Assistance with initial activation of the generators and refuelling if necessary.
- Repairing malfunctioned generators (with the guidance of a professional from the municipality's professional's pool).
- Locating faults and potential dangers (e.g. frayed/torn electrical cables) via periodical inspections.
- Assisting with transporting residents or critical equipment to locations with an active power supply.

WATER

One must consider a possible disruption to the water supply in an emergency as well as a potential reduction in their quality (in this context a continuous power supply will have a direct impact on water supply). The above importance requires that both municipality and residents prepare themselves and store a sufficient supply of water as well as maintain the capacity to refresh and replenish during an emergency for as long as the residents are confined to shelters.

Principles for Preparedness

- The "key" is four litres per person per day. The above needs to be refreshed to maintain water quality.
- The residents should obtain and maintain enough water as per the above for three days of self-reliance.
- The municipality should be prepared to supply water to the residents immediately as the emergency starts from independent water distribution stations and supermarkets storage facilities within up to few hundred meters from each building
- Disinfecting wipes and anti-bacterial gel should also be stocked to as an interim solution for personal hygiene.

Roles of Volunteers

- Assisting with transporting water to residents who are unable to get to the water distribution stations or cannot carry it (as per the prior mapping of the neighbourhood needs).
- Assistance in transporting water to all residents in a situation where it is not possible to leave the shelters, including for those for those non/ill-equipped
- Assisting with operating the water distribution stations.

SANITATION

Sewage systems may collapse due to the emergency or fail due to lack of water supply. Any of the above may cause a serious public health and sanitation problems.

Principles for Preparedness

- One must not evacuate one's self in a bathroom connected to the main sewage system once there is a disruption in the water supply.
- The residents must have a stock of special sanitary bags containing chemicals to dispose of the waste and deposit their waste into these bags. When these run out heavy duty and insulated bags are to be used.
- One must bury the waste bags whenever possible. Residents should be prepared and possess a shovel.

Roles of Volunteers

- Assisting with distribution of sanitary bags for those non/ill-equipped.
- Assisting needy population who are unable to bury the bags (as per the prior mapping of the neighbourhood needs), to bury the bags.

FOOD AND MEDICINE

The various reference scenarios in an emergency stress a disruption of food and medicine supply. Therefore, the residents must be prepared with a stock of food and medicine and the municipality must be prepared to replenish these stocks for as long as the residents are confined to shelters.

Principles for Preparedness

- Residents should stock up enough food for three days. These stocks need to be checked for expiration date and refresh and replenish accordingly.
- The residents must stock medical equipment as well as medicine they take regularly (e.g. insulin).
- The municipality must be prepared to provide food beyond the first three days and arrive at agreements with food companies and supermarkets regarding the scope and quantities of products they will have to store for emergency, a situation when the residents are unable to pay for the food and the obligatory opening of stores in emergency.
- The competent state authorities must determine the composition of the emergency food products and provide a guarantee to the above municipality-food companies agreements.

Roles of Volunteers

- Distributing food and medicine to needy populations unable to get to pharmacies and supermarkets (as per the prior mapping of the neighbourhood needs).

- Assisting with keeping public order in food and medicine lines, under the command of the competent authority.

LODGING

Some disaster scenarios call for a situation where some building may become inhabitable and their residents may need to be transferred to alternative housing within the municipality.

Principles for Preparedness

- The municipality must be prepared to house the evacuated residents in temporary housing centres equipped with basics such as mattresses and blankets.
- During the mapping stage, volunteers will verify which residents are willing to host evacuees (and how many). The hosts must be prepared accordingly in terms of necessary supplies.

Roles of Volunteers

- Assisting with transferring evacuees to the temporary housing centres and hosts' residences.
- Assisting with directing evacuees to hosts' residences.

SEARCH, RESCUE, FIREFIGHTING

The "Golden Day" is a 24 hours period stating at the occurrence of the disaster during which the chances of rescuing those who were trapped are the highest. The accumulated experience around the world points to the fact that 85-90% of successful rescue operations of people who were trapped but visible to the rescue teams were carried out during the Golden Day by residents who had access to the disaster site and made use of whatever was handy at the time.

The volunteers will undergo basic search and rescue training and learn how to operate basic rescue equipment (e.g. car jacks, hoes etc.) to assist with basic tasks such as clearing rubble and debris until the professional rescue teams arrive at the site.

Principles for Preparedness

- The importance of the Golden Day must be made clear to all residents in case of structural damage.
- Each sector must have an emergency tool shed that will store basic tools to assist with clearing rubble and debris and rescuing the trapped if need be, such as shovels, pickaxes, hoes, jacks, supporting beams, helmets, gloves, stretchers, first aid kits etc.
- Training the rescue teams at a level that will enable them to deploy and operate ad hoc volunteers.
- Maintain the ability to transport rescue teams to different disaster sites.

Roles of Volunteers

- Assisting with initial search and rescue in a disaster wherein there is structural damage.
- Assisting with disconnection of water, gas and electricity affecting the disaster area.
- Initial mapping of the disaster scene to locate any trapped people/pets.
- Marking dangerous sites, provided the danger is visible and obvious and when it is not so then marking it after an engineer's determination.

FIRST AID

One must consider that there may be a difficulty transporting those who need medical in an emergency to ERs and clinics. Hence, the paramount importance in providing first aid and medical assistance via local elements especially in life threatening situations.

Principles for Preparedness

- The rescue teams must be trained at a level that will enable them to provide first aid, with a focus on disaster specific aid, in their assigned compound.
- The storage space at the compound HQ must have the required medical equipment.
- Following the initial mapping, a medical chart for each compound resident should be issued and updated. Such chart will include identifying details, medicine taken on a regular basis, allergies and maladies[15].

Roles of Volunteers

- Assisting with triage and administering first aid to the injured.
- Transporting victims to local clinics and hospitals per the latter's capacity.
- Assisting the medical professionals as instructed.

OTHERS

Emergency volunteers may have additional roles, in which they will have to assist and reinforce the municipal entities operating in their compound:

- Physical assistance and emotional support to individuals and communities.
- Treatment of populations with special needs.

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[15] One may contract with companies that issue magnetic cards to provide the above chart. It is recommended that children with life threatening allergies or diseases (e.g. epilepsy, diabetes) be provided with a bracelet or a pendant containing their medical history.

- Support for the education system and the maintenance of children of parents with vital roles
- Transmission of information to and from the public.
- Assistance in repairing faults in the electricity, water, sewage system, communications, roads and more
- Treatment of the casualties and their families.

AREAS OF ASSISTANCE OF VOLUNTEERS TO NATIONAL EMERGENCY ENTITIES

While compounds emergency volunteers can perform various activities in groups that operate independently, national-level emergency volunteers will usually reinforce the systems that operate anyway. For example:

- Assistance to medical systems at all levels, MDA, hospitals and local clinics.
- Assistance with the firefighting system.
- Assistance to the police
- Assistance to Home Front Command units in rescue and rescue operations.

APPENDIX C: USE OF VOLUNTEERS IN ISRAEL: CHALLENGES & TENSIONS

The main challenge in deploying volunteers comes from the logistics associated with recruiting and training them, especially in light of the unknown period in which they will continue volunteer. This intensifies the need to preserve active training and experienced volunteers, as replacing them and starting this process from scratch with new volunteers is costly and time-consuming.

LEGISLATION AND INSURANCE

The paramount challenge applies to the regulation of all volunteering activity, including the relationship between all involved entities. The current Israeli law does not cover the main aspects of volunteering, such as the definition of the voluntary activity, rights and duties of the volunteers and the principles of deploying and managing them, the duties of the deploying organization to the volunteers, lack of employment relationship and inapplicability of labour laws, and more. On this backdrop and out of recognition of the immense contribution to the solidarity, equality and fairness that are core Israeli values, the Ministry for Labour, Social Affairs and Social Services formulated in 2017 a bill to regulate the above while focusing on the relationship between the volunteers and the organizations that deploy them. However, in December 2020, the bill has not been enacted.

The issue insuring volunteering activity is another layer in the complex relationship between the volunteers and those who deploy them, and it is one of the issues that have gotten a comprehensive regulatory attention. The State of Israel insures volunteers, to encourage volunteers and organizers of volunteer activity and to protect them in case of injuring or a disaster. Volunteer insurance is part of Chapter 13 of the Social Security Law (1995) and the National Civil Service Law (2014). This insurance is also applicable to the volunteer's dependents who have been hurt by the volunteer's inability to work. The Social Security Law defines, for the purpose of this law only, a volunteer widely and even includes "good Samaritans" in those who qualify for the insurance.

RECRUITMENT OF VOLUNTEERS

Volunteer recruitment is mostly done by the deploying organization. In the public sector, there is traditionally a dedicated position for a volunteer coordinator whose task is recruit, sort and refer the volunteers to their respective postings within this entity. For example, in Herzliya, the municipal volunteer coordinator receives requests for volunteers from the various city departments, the required number of volunteers and their profile and according to these information, conducts recruiting operations (Herzliya Municipality, 2020).

On the one hand, recruiting volunteers is a challenge by itself which intensifies during routine periods. On the other hand, during emergency or when significant issues are on the public's agenda, we can observe an increasing number of people seeking to volunteer, at a time where the relevant entities do not have the time to provide adequate training and tools, in light of its role in dealing with the existing emergency.

From the variety of interviews conducted by ICT within the framework of this research, it seems that the best ways to recruit new volunteers is through a personal referral, as well as through focused approach to carefully predetermined target audiences who meet specific criteria set for the job at hand. The approach to the above target audience may be over several platforms including social media and the local newspaper. The recruiting entity should choose a platform that fit the target audience, e.g. recruiting youth should be done through social media while older people should be approached through a local newspaper. Moreover, to address wider recruitment needs one must conduct, once in a while, a targeted campaign that will approach a wider audience on a variety of platforms. For example, running a campaign to recruit volunteers in order to deliver food to the needy during high holidays.

Sorting and placing the volunteers should be done based on parameters that reflect the volunteer's traits as well as the needs of the "volunteer's operator". For example, volunteers may be matched according to the following elements:

- Socio-economic background, disability (physical or mental), age group, ethnic or cultural background (ultra-orthodox, holocaust survivors, Arabs, new immigrants who do not speak Hebrew, and more).
- Geographic areas where the volunteer wishes to operate) and the ways in which it can be provided (physically, by phone, online…). .
- The type of required service (certain professions such as plumbers, electricians, doctors; or certain fields like education or sports)
- The timing of the needed service: time of day (day/night), day of the week (weekend / workdays), time of year (seasons, religious holidays, school holidays), etc.

Incorrect placement of a volunteer may negate the remainder of her/his tenure due to disappointment and may even cause harm to those the volunteer rendered services to.

To that end, one must accumulate a large quantity of data on the volunteers and the "end users", process and keep it in a designated technological solution that will enable the volunteer coordinator to optimally sort-out volunteers at the initial onboarding stage (see Appendix D for a list of information required to be provided by the volunteer prior to her initial interview as well as points for discussion at that interview).

Experts argue that the level of volunteering immediately after emergency, including for life risking positions, is not lesser, than routine day-to-day periods, if not higher. In interviews, Eran Makov says that presenting the threat scenarios and required actions to potential volunteers will encourage a higher level of volunteers. Eran Shadach is of the opinion that the above will divide the potential volunteer poll to those who will refrain from volunteering in an emergency and those who are risk-seekers.

TRAINING THE VOLUNTEERS, VOLUNTEERS DEPOYERS AND BUILDING REQUIRED INFRASTRUCTURE

In spite of the wide variety of entities that deploy volunteers in as wide variety of fields and scope of operations, some of the entities might be quite small. Israel who support and guide either municipalities or individual entrepreneurs deals with this lack of efficiency challenge by the establishment of bodies operating in the national level, providing training services to all entities operating in the field of volunteers. Within this framework, the volunteers department at the Ministry for Labour, Social Affairs and Social Services is working hand in hand with the Ministry for Social Equality, the Ministry of Education, the Ministry of Defense (National Emergency Authority), the JOINT organization (a Jewish humanitarian organization active in Israel and overseas), the Federation of Local Authorities in Israel and other entities through the Israeli Council for Volunteers and the Israeli Volunteers Network. The above assist in developing communities projects and provide municipalities with logistic tools, enrichment and training on volunteer management , including training and workshops for volunteers coordinators, support and guidance for the latter, volunteers and social engagement schools, advice to executives within the space on how to build a volunteers array, maintain it and so forth.

The Israeli Volunteers Network sets quality "standards" on volunteer management and provides a "volunteer management quality" badge (Israel Volunteer Network, 2020). This project is meant to optimize the performance of volunteer organizations through standardizing the field and addresses three aspects:

(i)   the organization's commitment (supporting organizational structure, obeying the laws, risk management, volunteer diversity);

(ii)   the manner in which volunteers are being handled (definition of the organization's needs, recruitment, management and preservation of volunteers);

(iii)   assessing the effectiveness of the volunteer operations (effective for the volunteers, effective to public service provided) (Ibid).

The certificate helps people who are looking for a meaningful volunteer position and entities who seek volunteers to collaborate.

PRESERVING VOLUNTEERS OVER TIME

Beyond the challenges that accompany volunteer recruitment, training and placing; the interviews conducted for this research suggest that there is another significant challenge – preserving the volunteers and keeping them engaged over time, especially during routine. The challenge may intensifies in light of growing number of volunteers, due to the difficulty to maintain meaningful connection with each of them separately, as well as the volunteer's subjective feeling that there are others who can fulfil this role.

For example, Ronen Ovadia, volunteer coordinator in the Neve Amal Neighbourhood, proactively, contacts his volunteers for updates on their volunteer roles such as neighbourhood break-ins etc., in order to create added value to the volunteers and helping with the efforts to preserve them.

Shiri Rappaport, Head of Culture, Youth and Sports Division in the Herzliya Municipality, stresses the challenge in preserving the volunteers' motivation which might be affected due to a gap in expectations between the volunteers and their "deployers". To overcome this deployers (in Herzliya these are the community coordinators) who are in direct contact with the volunteers, need to bridge the gap between the actual requirements of the volunteer's position and the volunteer's expectations from their position. Yotam Dagan, a psychologist with expertise in the field, stresses the volunteers' needs to be relevant and therefore the corresponding need to place them in a meaningful position to preserve their motivation.

Further, periodical volunteers meetings under a title that empowers their contribution and providing them with certificates of merit appreciating their contribution also helps in that matter. Similarly, continued training contributes to volunteer preservation as well.

It should be noted that Israeli Volunteer Network connects between volunteer organizations and tech ventures in the field of volunteering to alleviate the challenge of managing the volunteers and raise awareness to the subject. For example, the network collaborates with *Tribue*, a non-profit organization that operates a system to manage and preserve volunteers (Ibid). The network also promotes technologies that empower volunteers and connects between volunteers and volunteering activities.

Preserving the emergency volunteers is a complex challenge. Contrary to the day-to-day routine volunteers, by the virtue of their positions the emergency volunteers are not being operated during day-to-day routine periods save for continued training or maintenance activities, that might be considered as meaningless and not really a crucial component of emergency preparedness. Meir Elran, an expert on Home Front defence says that during non-emergency periods there is a limited time that can be reasonably allocated for training and therefore one must engage the volunteers in other activities. Eran Shadach proposes a spectrum of volunteer activation and operations that includes communication and preservation of their social cohesion. He further proposes the preserve the volunteers by establishing small organic groups and building "esprit de corps" around them. Avi Bitzur, an expert on Home Front defence, proposes to get the volunteers under the auspice of an institutionalized organization to create a sense of calling as being part of an "important mission".

Covid-19 crisis provides an example to the challenge of operating volunteers in an emergency period. For example, the limitations imposed on the public at large and to those who are at greater risk due to Covid-19 (e.g. limitation on freedom of movement, assembly etc.) reduced the potential volunteer pool and posed a significant challenge to the volunteer organizations. However, the limitations created a sense of unity and calling in the public and that increased the motivation to volunteer and the actual number of volunteers above the day-to-day routine level. Further, 60% of the requests to volunteer on the Israeli Volunteer Network's web site came from new applicants. During Covid-19, more than 51,000 volunteers signed up with the Israeli municipalities (ibid). Following Covid-19, the government of Israel decided to activate emergency regulations on volunteer operations. These regulations enabled placing volunteers in entities that are not authorized to operate volunteers (e.g. commercial enterprises) and placing volunteers in positions that are normally salaried positions within entities that operate volunteers (Israeli Government, 2020). Additionally, Covid-19 crisis brought about many partnerships among volunteer organizations and government ministries and public entities.

APPENDIX D – APPLICATIONS FORM TO BE FILLED BY VOLUNTEERS & INTERVIEW HIGHLIGHTS

PERSONAL INFORMATION

- Full name
- Date of birth
- Address
- City
- Zip code
- Phone number
- Email address
- Work and location
- Educational institution and location

VOLUNTEER STATUS

- Individual
- Volunteers within a family framework
- Volunteers within a group framework
- Student
- Minor
- Soldier
- Other _____

REQUESTED FREQUENCY OF VOLUNTEER ACTIVITY

- One time
- Quarterly
- Monthly
- Weekly

PREFERRED TIME SLOT

- Morning
- Noon

- Afternoon
- Evening
- Other

REQUESTED FIELD OF VOLUNTEERING ACTIVITY

_____

COMMENTS AND REQUESTS

_____

INTERVIEW HIGHLIGHTS

Following receipt of the above information an interview will be conducted with the applicant that will cover varied subjects and the following should be specifically discussed:

- The most significant component to preserve the volunteer would be managing the applicant's expectations. Therefore, the interviewer needs to drill down into this subject with the candidate, verify the applicant's expectations from the role he wishes to volunteer for and place where he wishes to volunteer at, his expectations from the operating entity and his direct superior, co-volunteers, what are the goals he wishes to achieve by volunteering, expected challenges during the volunteer activity. It should be noted, after the selection process and prior to placing the volunteer, the volunteer's direct superior should meet the applicant and have a more detailed and specific management expectations interview during which both parties' expectations will be discussed.
- The level of experience and success in past volunteer positions/past volunteer positions within the requested volunteer field/work: current and prior experience, challenges and how they were contended with, successes and failures.
- Accepting authority: relationship with his superior at work/other frameworks as well as colleagues.
- Character traits: being able to function in stressful situations.
- Level of motivation to volunteer.
- Adapting to a new environment: scenarios and people

APPENDIX E – LIST OF INTERVIEWEES

- Commissioner (Ret.) Shahar Ayalon – Former Commissioner of Israel Firefighting Service and a Deputy Commissioner of the Israel National Police
- Dr. Avi Bitzur – Head, Home Front Defense & Security Studies, Beit Berl Academic College, Israel
- Mr. Avi Broitman – Deputy Head, Security Division Herzliya Municipality, Israel
- Mr. Yotam Dagan – Director of Community Programming and Outreach, NATAL, Israel.
- Commissioner (Ret.) Zohar Dvir – Former Deputy Commissioner, Israel National Police
- Brig. Gen. (Res.) Meir Elran – Former Deputy Commander of the Intelligence Corps, IDF
- Mr. Yinon Kadri – Founder of Tailwind (NGO), Israel
- Col. (Res.) Eran Makov – Former head of the Northern District, Home Front Command, Israel Defense Forces (IDF)
- Mr. Guy Margaliot – Emergency Coordinator, Herzliya Municipality, Israel
- Mr. Ronen Ovadia, Volunteer Coordinator, Neve Amal Neighbourhood, Herzliya
- Ms. Shiri Rappaport – Head of Culture, Youth and Sports Division, Herzliya Municipality, Israel
- Dr. Eran Shadach – Head of Terror and Psychology Desk, ICT, IDC Herzliya, Israel
- Ms. Anat Tamir – Head of Volunteer Department, Herzliya Municipality, Israel
- Ms. Elinor Trablus – Volunteer Coordinator, Herzliya Municipality, Israel
- Mr. Sivan Yehieli – Former Head of the Local Municipality of Kfar Vradim and Chairman of the Northern Border Front Settlements, Israel
- Brig. Gen. (Res.) Zeev (Vova) Zuk-Ram – Former head of the National Emergency Authority, Israel

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